DOCUMENT RESUME

ED 043 962 24 EA 003 112

AUTHOR	Maguire, Louis M.; And Others
TITLE	Feasibility Study and Analysis of the Administrative Management of the Harrisburg City School District. Reorganizing the Harrisburg Public Schools Project.
INSTITUTION	Research for Better Schools, Inc., Philadelphia, Pa.
SPONS AGENCY	National Center for Educational Research and Development (DHEW/CE), Washington, D.C.
BUREAU NO	BR-6-2867
PUB DATE	29 Apr 70
CONTRACT	OEC-1-7-062867-3053
NOTE	46p.
EDRS PRICE	EDRS Price MF-$0.25 HC-$2.40
DESCRIPTORS	*Administrative Change, *Administrative Organization, Costs, Data Collection, *Feasibility Studies, Organizational Change, Research Design, Superintendents
IDENTIFIERS	ESEA Title IV, Harrisburg, Pennsylvania

ABSTRACT

This five-part document presents the results of a feasibility study on administrative reorganization commissioned by the Harrisburg, Pennsylvania, School District. The first section describes the research design, the data collection techniques, and the involvement of Harrisburg personnel in the study. Section two provides nineteen generalizations derived from the data--ten of which had their source in administrative data, and nine in teacher data. These generalizations characterize the current administrative structure and operation. Section three presents the recommendations for administrative reorganization, especially recommending that Harrisburg adopt the superintendency team concept to effect organizational improvement. Section four suggests a three-year timetable for implementing administrative reorganization, and section five describes some of the factors that will determine the cost of the organizational change. (Author/RA)

BR-6-2867
PA-24
EA

FEASIBILITY STUDY AND ANALYSIS OF THE ADMINISTRATIVE MANAGEMENT

OF THE HARRISBURG CITY SCHOOL DISTRICT

ED043962

Submitted by

RESEARCH FOR BETTER SCHOOLS, INC.
1700 Market Street
Philadelphia, Pennsylvania

(215) 561-4100

April 29, 1970

EA 003 112

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

ED043962

FEASIBILITY STUDY AND ANALYSIS OF THE ADMINISTRATIVE MANAGEMENT

OF THE HARRISBURG CITY SCHOOL DISTRICT

Submitted by

RESEARCH FOR BETTER SCHOOLS, INC.
1700 Market Street
Philadelphia, Pennsylvania

(215) 561-4100

To the

BOARD OF SCHOOL DIRECTORS

OF THE HARRISBURG CITY SCHOOL DISTRICT

April 29, 1970

REORGANIZING THE HARRISBURG PUBLIC SCHOOLS

Feasibility Study and Analysis of the Administrative Management

April 29, 1970

Submitted by :

RESEARCH FOR BETTER SCHOOLS, INC.
PHILADELPHIA, PENNSYLVANIA

Harrisburg Project Field Director and Writer - Louis M. Maguire

With the Assistance of:

James W. Becker — RBS Executive Director
Margaret J. Jones — RBS Program Coordinator

and

RBS Administering for Change Program Professional Staff:

Frederick E. Tanger, Program Director

C. Peter Cummings
Katherine J. Hammond
Joseph W. Mirsky
G. Baker Thompson
Robert W. Halenda
Robert L. Holden
Sanford Temkin

and

Leon Ovsiew, Professor of Educational Administration
Temple University, and the Fall '69 Graduate Seminar
in Educational Planning.

RESEARCH FOR BETTER SCHOOLS, INCORPORATED SUITE 1700, 1700 MARKET STREET, PHILADELPHIA, PA., 19103/215-561-4100

April 29, 1970

Board of School Directors
Harrisburg City School District
1201 North Sixth Street
Harrisburg, Pennsylvania

Dear Board Member:

The following material is the final report of Research for Better Schools, Inc. on its feasibility study and analysis of the administrative management of the Harrisburg City School District.

The information contained in the report is presented to the Board for its review and judgment. If, in arriving at or after its review and judgment, the Board decides to disseminate the report to its internal and external publics and if the authorship of the disseminated report is to be attributed to RBS, no changes or deletions in the report are permitted. In other words, if the Board decides to disseminate a revised or edited version of the report, authorship must be attributed to other than RBS.

RBS accepts full responsibility for the design and execution of the feasibility study and analysis and the recommendations based thereon. However, neither the study nor the report necessarily reflects the views of the Corporate Board of Directors of RBS. It should be noted that many people gave much time and energy in their quest to aid RBS in the Harrisburg project. Names are not acknowledged in the report itself with the hope that the acceptance or rejection of ideas will then be based on merit, as opposed to judgments based on personal factors. It is only proper, however, to give recognition to the staff of the Administering for Change Program of RBS in general and to one of their members, Dr. Louis Maguire, in particular, for their efforts in the development and preparation of this report.

The detailed findings of the feasibility study and analysis were not included in the report to protect the confidentiality that was guaranteed District personnel who participated in the study and analysis. RBS is, however, prepared to discuss the findings in a way that protects this confidentiality if the Board deems that such discussion is necessary and desirable.

A major purpose of the report is to promote open discussion of organizational and educational improvement at many levels in the District, including Board members, administrators, teachers, parents, community groups, and pupils. Recommendations which are contained in the report are not intended to be all inclusive nor are the recommendations overly specified in the hope that discussion can take place.

The Harrisburg City School District has indicated a willingness to consider basic modification of its administrative structure and operation. Hopefully, this report will be accepted in the spirit intended, namely that of providing a major step toward organizational and educational improvement.

Sincerely,

James W. Becker

James W. Becker
Executive Director

PREFACE

The task of Research for Better Schools, Inc. (RBS) in administrative management was specified as follows:

> "Conduct a comprehensive feasibility study and analysis of the School District's administrative management, both educational and business, and make written findings and recommendations thereon to the School Board for their consideration and implementation and in addition thereto, RBS shall assist in locating and identifying such additional administrative professional or business personnel as might be found to be desirable or necessary for the improvement of the School System."

Except for the Board's review and judgment, RBS has completed the feasibility study and analysis. The purpose of this report is to describe how the feasibility study and analysis were conducted and to present the findings and recommendations of the study and analysis for the Board's review and judgment. Upon approval of the plan by the Board, RBS can assist in locating and identifying additional personnel.

OVERVIEW

This report contains five main sections. In the first section, the design of the feasibility study and analysis is explicated. This section explains the involvement of Harrisburg personnel in the feasibility study and analysis, the nature of the information they supplied, the processing of this information, and the use that was made of this information. The second section portrays nineteen generalizations which were derived from the feasibility study and analysis and which characterize the current administrative structure and operation. Ten of these generalizations were derived from administrative data and involvement, while the source of the other nine was teacher data and involvement. In the third section, RBS presents its recommendations to Harrisburg for administrative reorganization. These recommendations were derived from the juxtaposition of the findings and generalizations of the feasibility study and analysis with RBS' knowledge of educational organization and improvement. The thrust of the recommendations is that Harrisburg adopt the Superintendency Team concept as a major step toward organizational improvement. In the fourth section, RBS outlines the recommended processes for implementing and operationalizing the Superintendency Team concept. It is suggested that Harrisburg view the processes as occurring over a three-year period and that effective utilization of the processes will take into account the generalizations which were portrayed in section two. In section five, an attempt is made to describe the major factors that will determine how much Harrisburg will expend for the recommendations if it understands, is committed to, and adopts them.

TABLE OF CONTENTS

SECTION		PAGE
I.	PROCEDURES AND DATA GATHERING	1
	Description and Analysis of Current Administrative Structure and Operation	2
	Documents and reports	2
	Individual interviews with administrative and supervisory personnel	2
	Administrator's questionnaire	3
	Teachers' perceptions of current administrative structure and operation	15
	Summary	17
II.	GENERALIZATIONS FROM FEASIBILITY STUDY AND ANALYSIS	18
	Administrative Data and Involvement	18
	Teacher Data and Involvement	20
	Summary	21
III.	PROPOSED ADMINISTRATIVE STRUCTURE	22
	Superintendency Team Concept	22
	Functional Role Guidelines	24
	Superintendent	24
	Deputy superintendent for program planning and development	24
	Deputy superintendent for program implementation	25
	Deputy superintendent for business services	25

SECTION PAGE

Interrelationships 26

Summary 29

IV. RECOMMENDED IMPLEMENTATION PROCESSES 30

Pre-Summer, 1970 30

Summer, 1970 31

School Year 1970-1971 31

Summer, 1971 32

School Year 1971-1972 32

Summer, 1972 33

School Year 1972-1973 33

Summary 34

V. ESTIMATED COSTS 35

Determining Factors 35

SECTION I

PROCEDURES AND DATA GATHERING

The design of the feasibility study and analysis of the District's administrative management was based on the premise that personnel should have an opportunity to influence decisions which will affect them before these decisions are made. In other words, the design was predicated on the assumption of cooperation and consultation with Harrisburg personnel. Within the constraints of time and effort, utmost attention was directed at operationalizing the concepts of cooperation and consultation in the feasibility study and analysis. Harrisburg personnel did cooperate and were consulted and the feasibility study and analysis were based upon their involvement.

The purpose of this section is to explicate the involvement of personnel, the nature of the information they supplied, the processing of this information, and the use that was made of this information.

At the outset of the project, the information to be collected in cooperation and consultation with Harrisburg personnel was categorized into the following groups:

1. A description and analysis of the current administrative structure and operation, including the perceptions of administrative and supervisory personnel and of teachers.
2. Personnel information on individuals performing administrative and supervisory roles.
3. A thumb-nail sketch of each elementary and secondary building.
4. A breakout of federally-funded projects.

Since the description and analysis of the current administrative structure and operation formed the basis of this report, only that category will be explicated. Information pertaining to the other categories was used as background data, and could be of further assistance in implementing the plan.

Description and Analysis of Current Administrative Structure and Operation

The description and analysis of the current administrative structure and operation were derived from four data sources: (1) Documents and Reports; (2) Individual Interviews with Administrative and Supervisory Personnel; (3) Administrator's Questionnaire; and (4) Teachers' Perceptions of Current Administrative Structure and Operation.

1. Documents and Reports. Effort was initially directed at the perusal of Harrisburg documents and reports. Such initial effort had as its focus the delineation of the District's formal framework, its communication flow, and its administrative and supervisory personnel. Board minutes, A Long-Range Developmental Program (Harrisburg's ten-year plan), reports from principals to the Superintendent, organizational charts, and supervisory reports were a few of the sources investigated. A decision was made to continue to investigate these and additional sources as the project progressed, rather than to attempt to exhaust them at the outset.

2. Individual Interviews with Administrative and Supervisory Personnel. After background information concerning the structure and operation was derived from documents and reports, the next step was the involvement of administrative and supervisory personnel in individual interviews. Each

interview had as its focus the interviewee's perception of his role and function and of his relationship to other roles and functions in the District, and his suggestions for improvement in the structure and operation. Seventy-four such individual interviews were conducted by Research for Better Schools, Inc. (RBS) with administrative and supervisory personnel in the District, including the Solicitor to the Board and three administrators from the Harrisburg-Steelton-Highspire Vocational-Technical School.

In order to elicit candid responses during the interviews, each interviewee was assured that his answers would be held in strictest confidence by RBS and would not be relayed to the Superintendent or the Board. Whenever possible, each interview was tape-recorded in its entirety so that it could be analyzed by RBS.

After fifteen interviews with administrative and supervisory personnel were conducted and analyzed, sufficient information was obtained to develop a questionnaire to be completed by administrative and supervisory personnel.

3. Administrator's Questionnaire. The questionnaire was designed to elicit the following information from personnel:

a. A listing of the areas, functions and activities for which the respondent was directly, primarily and regularly responsible, along with an estimate of the percentage of time the respondent devoted to each area, function or activity in an average week.

b. The existence of an official document, and its title and source, which listed, partially or totally, the areas, functions and

activities the respondent was directly, primarily and regularly responsible for.

c. The differences between the areas, functions and activities listed in the document and those listed by the respondent.

d. Things which account for these differences.

e. An explanation of how the respondent learned of his job responsibilities.

f. A listing of the areas, functions and activities the respondent was responsible for on a temporary basis or by special assignment.

g. A listing of the areas, functions and activities for which the respondent had secondary or indirect responsibility.

h. The name and title of the respondent's immediate superior.

i. The name and title of the persons to whom the respondent is directly responsible or reports directly.

j. A listing of the names and titles of individuals who are the respondent's immediate subordinates.

k. A listing of the names and titles of individuals who report directly to the respondent, but who are not included in his immediate subordinates.

l. A listing of the name, purpose, nature, time interval, sender(s) and receiver(s) of reports that are regularly required of the respondent by his immediate superior.

m. A listing of the individuals who review these reports and an indication of where and how the respondent obtained the information for these reports.

n. A listing of the name, purpose, nature, time interval, sender(s) and receiver(s) of reports the respondent regularly requires of his immediate subordinates.

o. A listing of the name, purpose, nature, time interval, sender(s) and receiver(s) of reports the respondent regularly requires of individuals who report regularly to him, but who are not included in his immediate subordinates.

p. A listing of the name, purpose, nature, and receiver(s) of reports the respondent was required to submit by special assignment.

q. A listing of the name, purpose, nature, and receiver(s) of reports the respondent voluntarily submitted.

r. A listing of the name and title of individuals in the District whom the respondent personally contacted and found to be of most help in solving problems encountered.

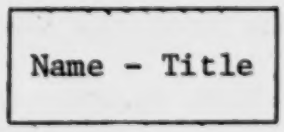
s. Any additional comments the respondent wanted to make.

The questionnaire was sent to seventy-one persons who performed administrative and supervisory roles. It was not sent to the Solicitor to the Board nor to the three persons from the Vocational-Technical School, all of whom were interviewed. A Head Teacher who was interviewed was not sent the questionnaire, but two persons, one on sabbatical leave and the other from the Intergroup Education Department, who were not interviewed were sent the questionnaire.

The questionnaire was sent with instructions that it was to be directly returned to RBS and that the responses contained in it would not be seen by nor relayed to the Superintendent or the Board. After two mailings of the questionnaire, RBS received responses from fifty-seven out of the seventy-one persons who were sent the questionnaire. One of the fifty-seven returned the questionnaire with the response that it did not apply to him and another returned a non-useable response.

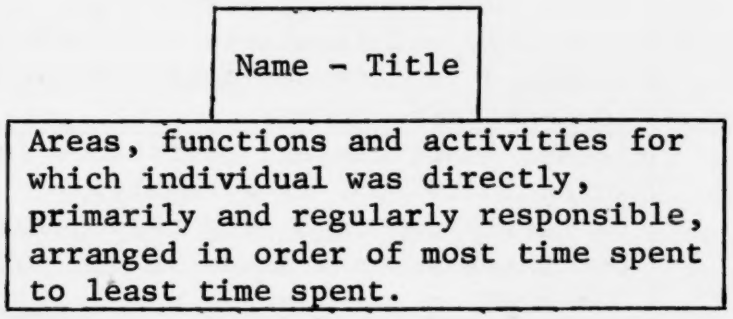
After the responses on each questionnaire had been tabulated and analyzed, the information supplied by each individual in the questionnaire was used to create a chart depicting the individual's perception of his role and function and of his relationship to other roles and functions. In other words, the individual's responses in the questionnaire were used to depict his perception of the structure and operation. The individual charts were created in the following manner:

a. Approximately one-third down the chart, a box was drawn containing the name and title of the individual whose perception the chart represents. For example:

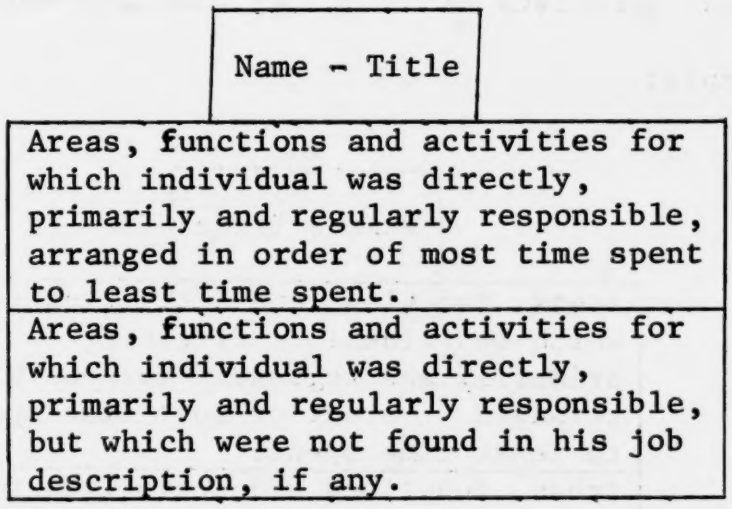


b. Underneath the box containing the name and title of the individual was placed a box, which extended horizontally beyond the previous box, containing the individual's perception of the areas, functions and activities for which he was directly, primarily and regularly

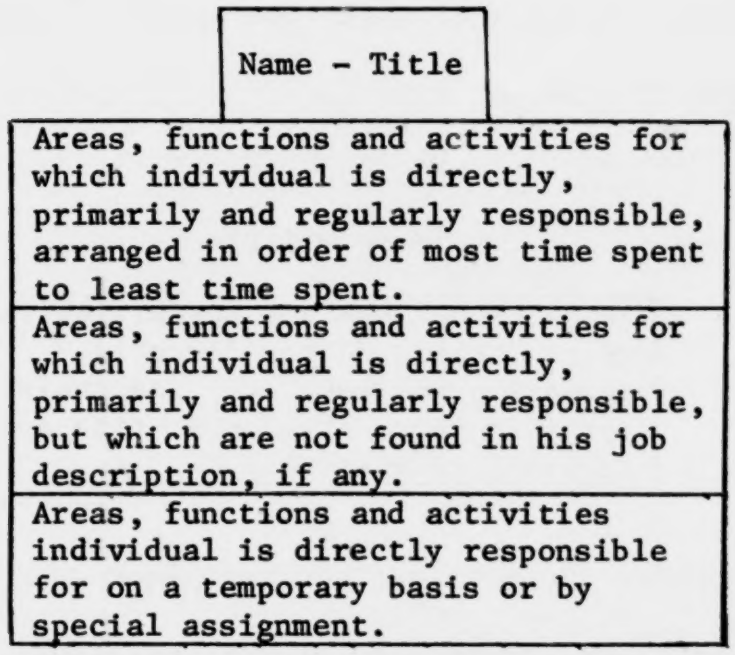
responsible, in order of most time spent to least time spent. For example:


Name - Title
Areas, functions and activities for which individual was directly, primarily and regularly responsible, arranged in order of most time spent to least time spent.

c. Directly under the previous box was placed a box containing those areas, functions and activities the individual indicated he was directly, primarily and regularly responsible for, but which were not found in his job description, if any. For example:

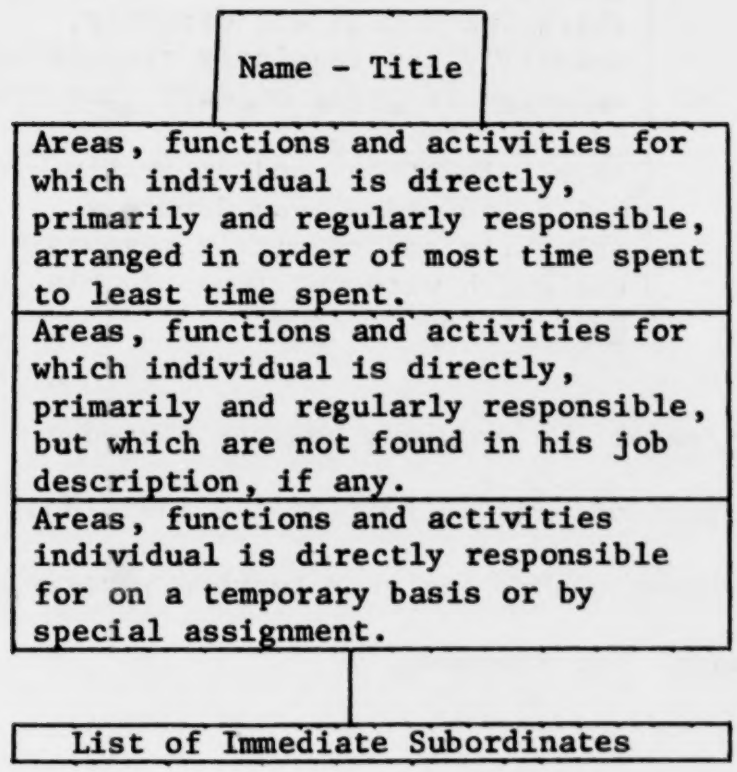

Name - Title
Areas, functions and activities for which individual was directly, primarily and regularly responsible, arranged in order of most time spent to least time spent.
Areas, functions and activities for which individual was directly, primarily and regularly responsible, but which were not found in his job description, if any.

d. Directly under the previous box was placed a box containing those areas, functions and activities the individual indicated he was directly responsible for on a temporary basis or by special assignment. For example:

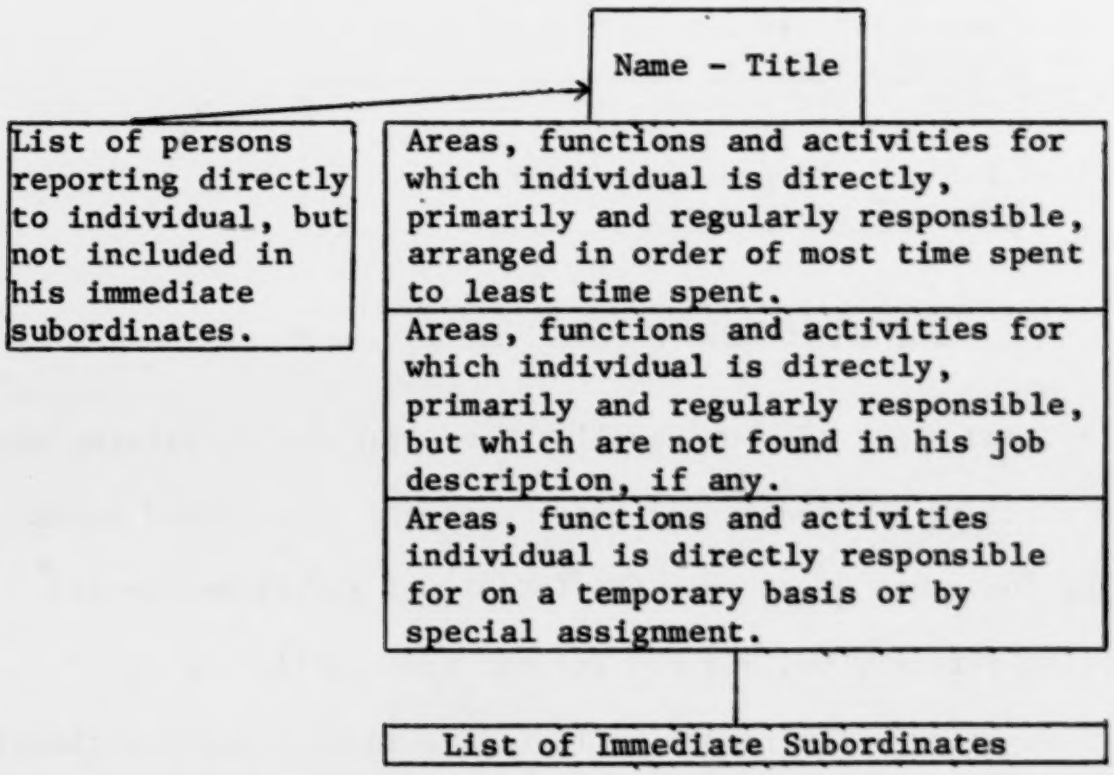

Name - Title
Areas, functions and activities for which individual is directly, primarily and regularly responsible, arranged in order of most time spent to least time spent.
Areas, functions and activities for which individual is directly, primarily and regularly responsible, but which are not found in his job description, if any.
Areas, functions and activities individual is directly responsible for on a temporary basis or by special assignment.

e. Directly under and separated from the previous box by a vertical line was placed a box containing a list of those persons the individual perceives as being his immediate subordinates.

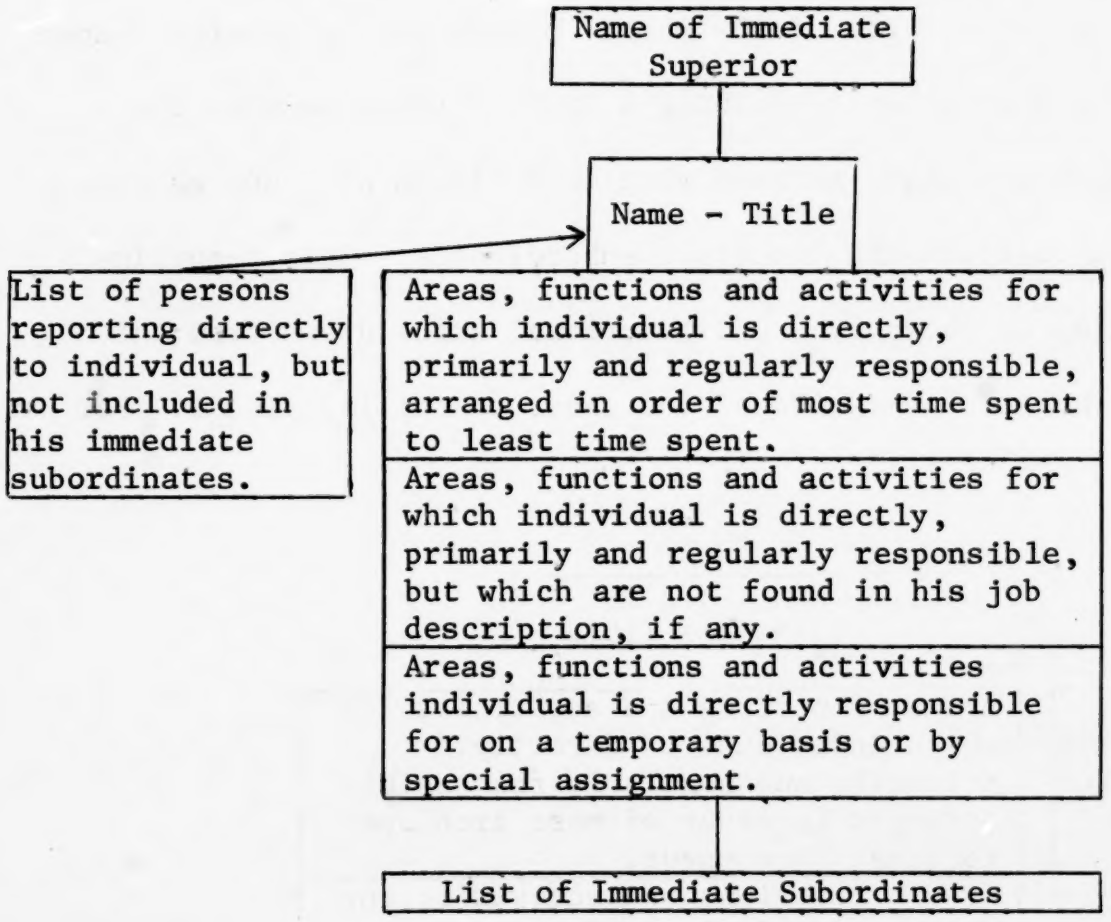
For example:


Name - Title
Areas, functions and activities for which individual is directly, primarily and regularly responsible, arranged in order of most time spent to least time spent.
Areas, functions and activities for which individual is directly, primarily and regularly responsible, but which are not found in his job description, if any.
Areas, functions and activities individual is directly responsible for on a temporary basis or by special assignment.
List of Immediate Subordinates

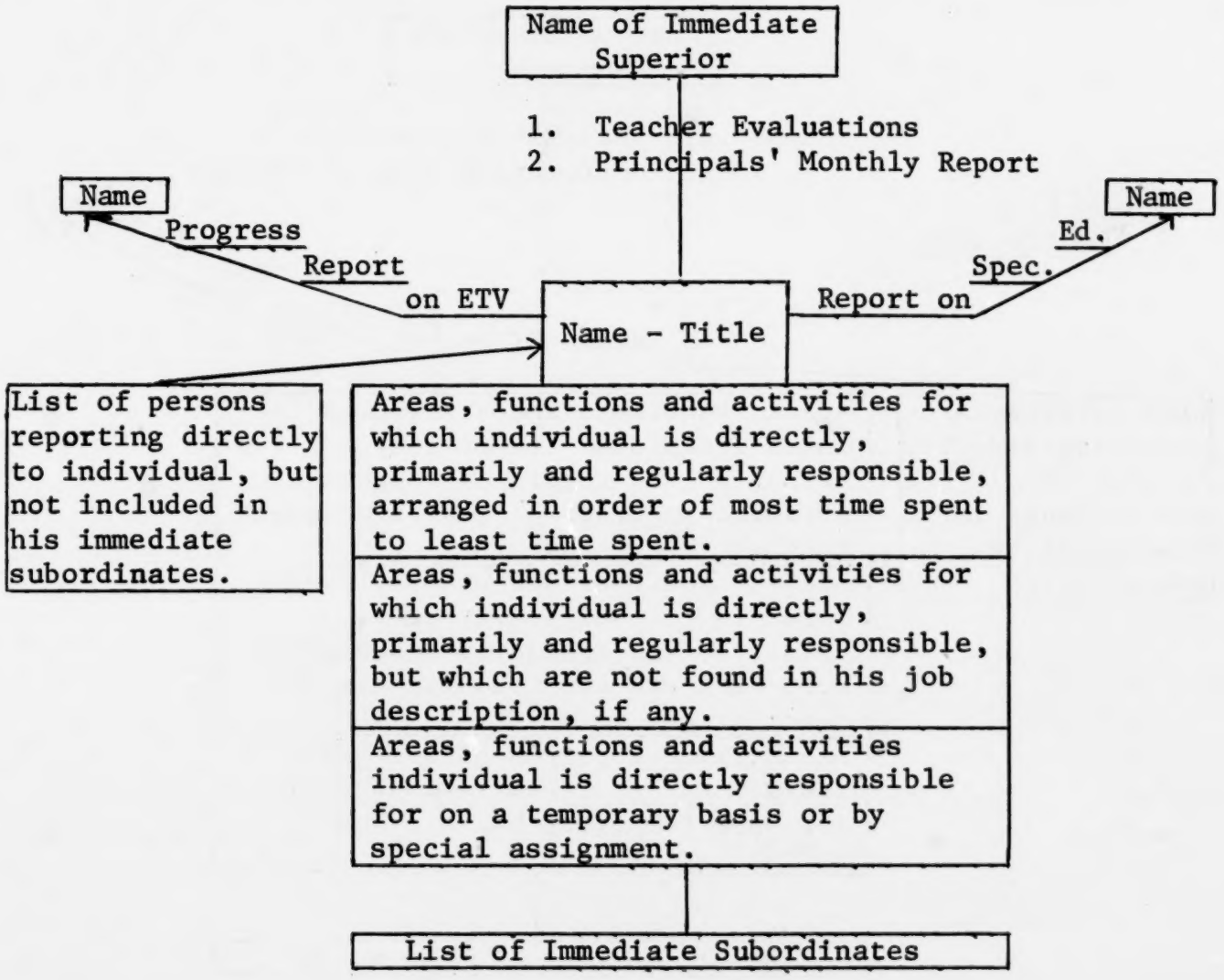
f. On the left hand side of the chart, approximately one-third down it, was placed a box containing a list of those persons the individual perceives as reporting directly to him, but as not being included in his immediate subordinates. This reporting perception is shown by a unidirectional arrow drawn from the box on the left hand side of the chart to the individual. For example:


Name - Title
List of persons reporting directly to individual, but not included in his immediate subordinates.
Areas, functions and activities for which individual is directly, primarily and regularly responsible, arranged in order of most time spent to least time spent.
Areas, functions and activities for which individual is directly, primarily and regularly responsible, but which are not found in his job description, if any.
Areas, functions and activities individual is directly responsible for on a temporary basis or by special assignment.
List of Immediate Subordinates

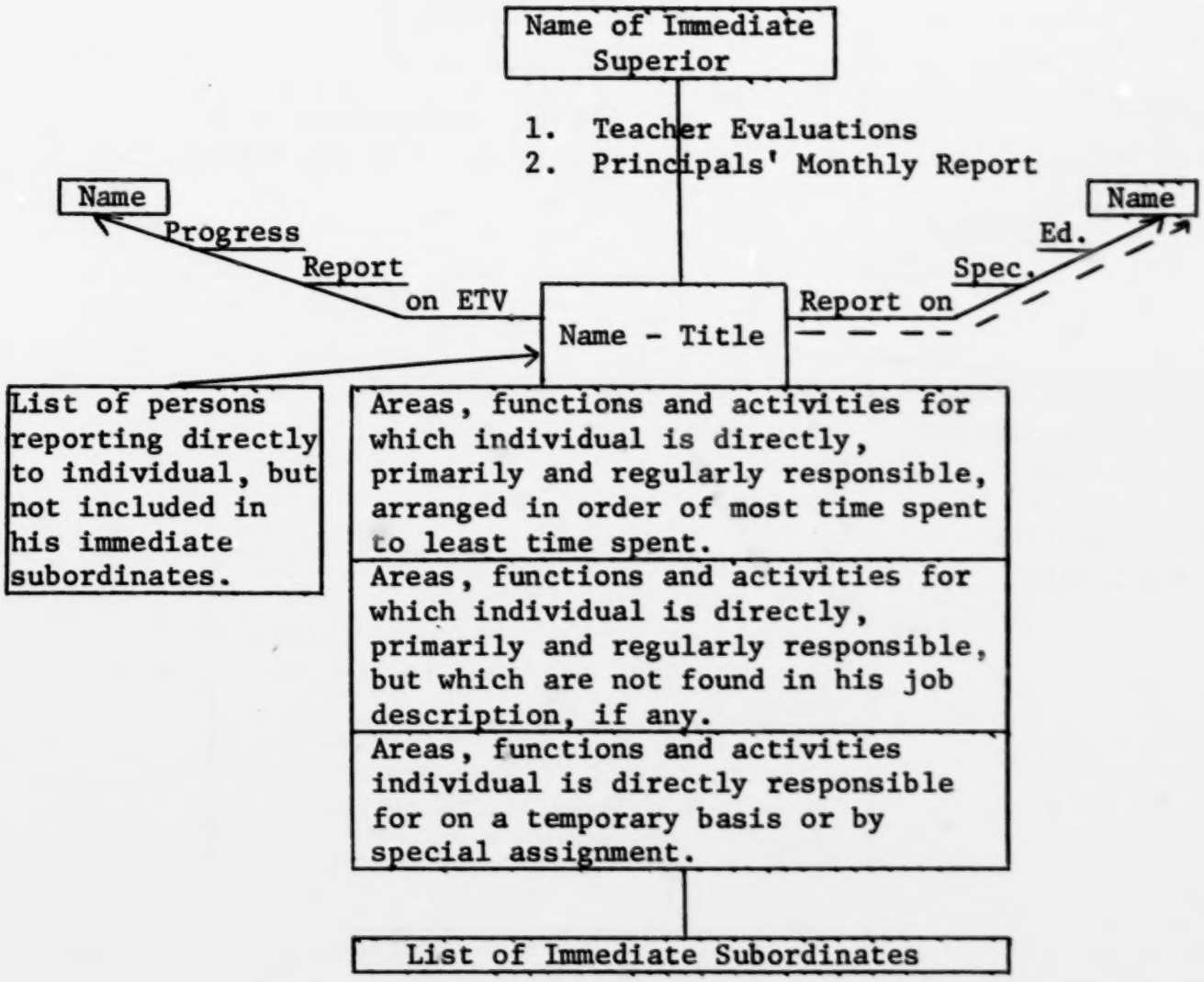
g. Directly over the box containing the name and title of the individual was placed a box(es) containing the name of the person whom the individual indicated as being his immediate superior. The hierarchy is shown by a vertical line connecting the box of the individual under analysis and the box of his immediate superior. For example:


Name of Immediate Superior
Name - Title
List of persons reporting directly to individual, but not included in his immediate subordinates.
Areas, functions and activities for which individual is directly, primarily and regularly responsible, arranged in order of most time spent to least time spent.
Areas, functions and activities for which individual is directly, primarily and regularly responsible, but which are not found in his job description, if any.
Areas, functions and activities individual is directly responsible for on a temporary basis or by special assignment.
List of Immediate Subordinates

h. To the left and right of, but usually above, the box containing the name and title of the individual under analysis were placed boxes containing the names of persons the individual perceives himself as reporting directly to, but who are not necessarily his immediate superior. The reporting is indicated by a unidirectional arrow drawn from the box of the individual to the appropriate person. Wherever possible, the nature of the reporting was indicated by placing the titles of reports submitted on the arrow or under the appropriate box. For example:


Name of Immediate Superior
1. Teacher Evaluations
2. Principals' Monthly Report
Name
Progress Report on ETV
Name
Ed. Spec. Report on
Name - Title
List of persons reporting directly to individual, but not included in his immediate subordinates.
Areas, functions and activities for which individual is directly, primarily and regularly responsible, arranged in order of most time spent to least time spent.
Areas, functions and activities for which individual is directly, primarily and regularly responsible, but which are not found in his job description, if any.
Areas, functions and activities individual is directly responsible for on a temporary basis or by special assignment.
List of Immediate Subordinates

i. A broken line was drawn on the chart from the individual to those persons the individual indicated he had personally contacted and found to be of most help in solving problems encountered. In other words, the help structure was portrayed on the chart by a broken line. For example:


Name of Immediate Superior
1. Teacher Evaluations
2. Principals' Monthly Report
Name
Progress Report on ETV
Name
Ed. Spec. Report on
Name - Title
List of persons reporting directly to individual, but not included in his immediate subordinates.
Areas, functions and activities for which individual is directly, primarily and regularly responsible, arranged in order of most time spent to least time spent.
Areas, functions and activities for which individual is directly, primarily and regularly responsible, but which are not found in his job description, if any.
Areas, functions and activities individual is directly responsible for on a temporary basis or by special assignment.
List of Immediate Subordinates

After the individual charts were created, the next step was to group the individual charts into sub-systems. Information contained in the questionnaire, information supplied in the interviews, and information contained in reports and documents were all used in this sub-system classification and depiction. Information contained in the questionnaire was, however, given the most weight. The sub-systems were created and portrayed as follows:

a. Elementary Building Structures. Information pertaining to each elementary building was analyzed and a composite of the administrative responsibility lines in each building and to the central

office was created. Since there were fourteen elementary buildings, but only ten elementary principals, only ten elementary building charts were created, with four charts showing the principal responsible for two buildings. These charts, as all the others which follow, do not show the complexities and details evident in the individual charts.

b. Composite Elementary Structure. All ten individual elementary building charts were drawn together and a composite elementary structure chart was created.

c. Secondary Building Structures. As with the elementary structures, information pertaining to each secondary building was analyzed, and a composite of the administrative responsibility lines in each building and to the central office was created. There were four such charts.

d. Composite Secondary Structure. The four secondary building charts were drawn together and a composite secondary structure chart was created.

e. Composite Elementary and Secondary Structure. The charts depicting the composite elementary structure and the composite secondary structure were drawn together, and a composite elementary and secondary structure chart was created.

f. Composite Central Office Supervisory Structure. Information pertaining to the central office supervisory function was analyzed, and a composite chart showing the administrative lines of responsibility was drawn.

g. Composite Central Office General and Special Services Structure. Information pertaining to individuals who did not clearly belong in other structures was analyzed, and a composite chart showing the administrative lines of responsibility was drawn.

h. Composite Central Office Business Structure. Information pertaining to the performance of the central office business function was analyzed, and a composite chart showing the administrative lines of responsibility was drawn.

i. Composite District Structure. Each of the previous composite structures was drawn together, and a composite district structure chart was created. This chart is, by definition, the most general of all the charts and shows only the formal, major lines of responsibility.

On the basis of questionnaire responses, a help structure chart was also created for each of the following:

a. Elementary building structures.

b. Secondary building structures.

c. Central office supervisory structure.

d. Central office general and special services structure.

e. Central office business structure.

Each of these charts attempts to portray who seeks help from whom, regardless of their position in the hierarchy.

4. Teachers' Perceptions of Current Administrative Structure and Operation. The three data sources which have been described thus far involved, for the most part, administrative statements and perceptions of what has occurred, is occurring, and should occur. Such sources do not, however, represent a complete description and analysis of the current structure and operation. Teachers' perceptions invariably influence and are affected by the administrative structure and operation, but these perceptions are rarely taken into account in administrative studies. RBS attempted to avoid the mistake of non-involvement of teachers by actively seeking cooperation and consultation with teachers in the feasibility study and analysis.

Through the assistance and review of the Harrisburg Education Association (HEA), teachers were requested to respond to the following topics:

a. The type and degree of support that teachers are currently receiving and would like to receive from the various administrative and supervisory roles in the District. Teachers were asked whether the type of support was direct or indirect, and whether the degree was extremely supportive, supportive, neutral, non-supportive, or extremely non-supportive.

b. The types of information on pupils that teachers would like to have available to assist the teachers in classroom instruction, and the estimated utilization of this information.

c. Teachers' perceptions of the process of teacher-initiated change.

d. Teachers' reactions to the proposition of quality integrated education.

e. Any statements or comments teachers would like to make.

The involvement of the teachers in this process was as follows:

a. RBS met with the building representatives of the HEA Welfare Committee to explain the information requested of teachers and the check list for transmitting this information to RBS.

b. A faculty meeting at each building was conducted by the HEA Welfare Committee representatives to obtain the general response of teachers to the topics.

c. RBS met with the building representatives of the HEA Welfare Committee. At this meeting, the building representatives transmitted the responses of the teachers to RBS and reviewed these responses for RBS.

Teachers' perceptions of the type and degree of current and desired support provided to instructional learning by the various administrative and supervisory roles in the District were tabulated and analyzed on a building, district, and role basis. A chart which graphically portrays the difference between the type and degree of current support and the type and degree of desired support was also created for each building which supplied information.

Teacher responses to the other topics were tabulated and analyzed on both a building and district basis.

These processes allowed RBS to obtain indices of how teachers perceive the administrative structure and operation.

Summary

The design of the feasibility study and analysis was based upon the assumption of cooperation and consultation with District personnel. This section attempted to demonstrate that the generalizations and recommendations which are found in the report have a reality basis in the inputs, reactions, and perceptions of personnel in the District. In fact, the report was made possible by their involvement, cooperation, and consultation.

SECTION II

GENERALIZATIONS FROM FEASIBILITY STUDY AND ANALYSIS

The purpose of this section is not to recite the chapter and verse of the evolution of educational administration or of the administrative difficulties Harrisburg has encountered and is experiencing. Suffice it to say that the management of any school district can be improved to provide greater support to the education of the boys and girls who, in a very real sense, are the clients of the district. The management of the Harrisburg City School District can be improved, and existing personnel sense the need for improvement.

The purpose of this section is to portray those generalizations which characterize and were derived from the findings of the feasibility study and analysis. In other words, this section will attempt to generalize the comments, inputs, reactions and involvement of Harrisburg personnel in terms of describing the current structure and operation and of showing what the course of improvement must take into account.

Administrative Data and Involvement

RBS has gathered sufficient evidence from its analysis of documents and reports, interviews with administrative and supervisory personnel, and questionnaire responses from administrative and supervisory personnel to state that the following generalizations characterize and must be taken into account in improving the current structure and operation:

1. Accurate and adequate job descriptions should be developed, internalized, and operationalized for and by all personnel.
2. The definition of how personnel expect other people to behave and relate to them and of how they view their own behavior and relationships to others should be determined by the tasks to be performed. All of these definitions should be reconcilable and mutually supporting.
3. The nature of the functions performed by personnel in the District and the interrelationships of these functions and personnel should be specifically delineated.
4. The lines of responsibility and attendant accountability should be clear. In other words, there should be agreement as to who is responsible and accountable to whom for what.
5. There should be systemic interrelationships and linkages between and among the units in the District.
6. There should be coordination between and among the business and educational functions of the District; they should be mutually supportive, but the business functions should service the educational functions.
7. A sense of mutual trust and sincerity should pervade the operations of the District and the District's interaction with its environment.
8. Communication, which is defined as the exchange of information and the transmission of meaning,[1] should be conducted within a framework which determines who is to communicate what to whom for what purpose,

---

[1]Daniel Katz and Robert L. Kahn, The Social Psychology of Organizations (New York: John Wiley and Sons, Inc., 1966), p. 223.

which provides feedback mechanisms, and which insures the orderly flow of information on both a vertical and horizontal basis.

9. The structure and operation should be capable of systematic and orderly resolution of multiple pressures and conflicts.
10. The thrust of the structure and operation should be towards the improvement of the District, rather than towards the perpetuation and preservation of the status quo.

Teacher Data and Involvement

Sufficient evidence was obtained from information supplied by teachers to state the following as generalizations which characterize their perception of and which serve to indicate improvements in the current administrative structure and operation:

1. Teachers are interested in having but one boss in their building.
2. Teachers' perceptions of what should be are locked into their perceptions of what is. In other words, ideally they would desire more radical improvements than they indicated, but they are willing to settle for something lower than desired because they see very little chance of major improvement.
3. Teachers perceive that they are receiving very little overall support for instructional learning.
4. The functions performed by the various administrative and supervisory roles in the District have not been effectively communicated to teachers.

5. Teachers show a major concern about the non-enforcement and follow-through of rules and regulations which have been established and agreed upon.
6. Especially on the secondary level, teachers perceive that adequate and effective discipline procedures for handling what they define as "disruptive pupils" have not been put into effect.
7. Especially on the elementary level, teachers perceive that they have a great deal of freedom in initiating and implementing instructional changes within the confines of their classrooms.
8. A feeling of distrust and insincerity was evident in teachers' perceptions of the administrative structure and operation.
9. Teachers generally perceive very little value in the supervisory and personnel functions as they are currently being performed. In fact, the current performance of these functions is perceived as hindering rather than promoting instructional learning.

Summary

Nineteen generalizations were drawn from the findings of the feasibility study and analysis. Ten of these had as their source administrative data and involvement, while the source of the other nine was teacher data and involvement. All nineteen generalizations have a definite bearing on the course for administrative reorganization and improvement of the District.

SECTION III

PROPOSED ADMINISTRATIVE STRUCTURE

The purpose of this section is to present the recommendations for the proposed administrative reorganization. These recommendations were derived from the juxtaposition of the findings and generalizations of the feasibility study and analysis with RBS' knowledge of educational organization and improvement. From the juxtaposition of these two information sets came the concept of the Superintendency Team RBS is proposing for Harrisburg.

Superintendency Team Concept

The functions of the chief executive officer of any organization are just too mammoth and complex to be performed by the individual filling that position. This is especially so in education where the lack of administrative specialization has a long history. The functions that have been assigned to the Superintendency cannot be adequately performed by one individual even if the educational organization is designed for maintenance, as most educational organizations, including Harrisburg, currently are. One has only to witness the daily turmoil and conflict evident in school districts to give credence to this statement. Therefore, if one posits the premise that the primary function of administrative organization is to support the educational experiences of students so that these experiences can be improved, as RBS is so positing, the concept of the Superintendency as a one-man function and the traditional design of administrative organization in education come to be viewed as obstacles,

rather than facilitators, of educational improvement. The Superintendency Team concept proposed by RBS is based upon a profound belief and a deep conviction that school districts must change if today's children are to have meaningful education, and that administrative organization in education must be designed and structured to promote such education and improvement.

Administrative texts are likely to describe administration as the process of leading an organization toward its goals. What they often ignore is that this is a two-dimensional process, for it not only involves maintenance of the organization, but it also includes the improvement of that organization, even to acquiring new goals and objectives. This second dimension, the change and improvement of education, is what too many educators have neglected for too long. They have attempted to impose the existing educational structure and system upon society, and have tried to reduce opposition merely to the discussion and promotion of alternative policies within the existing educational status quo.

The concept of the Superintendency Team proposed by RBS gives preeminence to the improvement of the organization, but does not negate its maintenance. The concept makes no pretense of spelling out all or most of the roles in the organization for such definition can occur only after much thought and study by Board members, administrators, teachers, parents, pupils, community and civic leaders, etc. What the concept does provide is a framework that can accommodate such thought and study. The concept necessitates, at least minimally, the performance of the following four roles:

1. Superintendent of Schools
2. Deputy Superintendent for Program Planning and Development
3. Deputy Superintendent for Program Implementation
4. Deputy Superintendent for Business Services

Functional Role Guidelines

1. Superintendent
   a. Chief and unitary executive officer of the Board; provide information to the Board to elicit short- and long-range policy.
   b. Responsible officer for school-community relations.
   c. Decision-maker for Superintendency Team.

2. Deputy Superintendent for Program Planning and Development. This Deputy is directly responsible to the Superintendent for the following:
   a. Responsible officer for the design, development, evaluation and coordination of new projects, including all federally-funded projects now in existence.
   b. Responsible officer for the creation, updating and utilization of data banks in areas such as planning, community involvement, and needs assessment.
   c. Responsible officer for the development of a plan for systemic program revision and for the coordination of the plan.
   d. Responsible officer for the development and continuous updating of long-range planning.
   e. Responsible officer for needs assessment.

3. Deputy Superintendent for Program Implementation. This Deputy is directly responsible to the Superintendent for the following:

   a. Responsible officer for the coordination, operation and evaluation of existing programs.

   b. Responsible officer for staff and pupil personnel services, including in-service training function.

   c. Responsible officer for feasibility judgments concerning implementation of new projects into the ongoing programs.

   d. Responsible officer for the implementation of new projects into the ongoing programs when they reached the stage which warrants implementation.

   e. Responsible officer for conflict resolution between and among existing programs.

4. Deputy Superintendent for Business Services. This Deputy is directly responsible to the Superintendent for the following:

   a. Responsible officer for financial reports.

   b. Responsible officer for transportation.

   c. Responsible officer for buildings, grounds and maintenance.

   d. Responsible officer for custodial services.

   e. Responsible officer for cafeteria services.

   f. Responsible officer for procurement.

   g. Responsible officer for tax division.

Interrelationships

Generally, the four roles will function in the following manner:

1. The Superintendent will function as leader and generalist of the Superintendency Team, relying on the technical support, input, and judgments of his three deputies.
2. The thrust of the Deputy for Program Planning and Development will be toward the best solutions to present and anticipated problems.
3. The thrust of the Deputy for Programs Implementation will be toward the feasibility of proposed solutions in terms of whether or not and how the District can accommodate the solutions.
4. The thrust of the Deputy for Business Services will be toward the financial consequences and implications of alternative solutions.

What has been said above is not to imply that the members of the Superintendency Team are precluded from making recommendations outside of the area which is their main thrust. It is very possible and likely, for example, that the Deputy for Program Implementation will have recommendations for "best" solutions. The team concept should encourage and facilitate such interaction and exchange of ideas.

The Superintendent's role as leader and generalist of the Superintendency Team permits him to delegate authority for day-to-day operations to his three deputies in all but one area, namely that of school-community relations. It is extremely important that the Superintendent be the responsible officer for school-community relations. To assist in the performance of that function, a District School and Community Council will

be established. This Council is a consultative body with the Superintendent as chairman. Quality representation of affected groups will be the initial primary concern in the establishment of the Council. The purpose of the Council is to enable people, in a structured way and from a common data base, to know and help determine the what and the why of the following:

1. The objectives that are set for the schools.
2. The priorities among these objectives.
3. The means utilized to achieve the objectives.
4. The degree to which the objectives are being realized.

This means that the Superintendent will take the stance of primarily listening to, rather than telling, the Council.

A school and community council will also be established for each building unit, with the principal serving as chairman of the council.

The Deputy for Program Planning and Development is basically a staff position, but he does have some line responsibilities. For instance, building principals are directly responsible to this Deputy for those activities within their buildings which are within the parameters established for district program planning and development, but which have not reached a stage of development to warrant implementation of the activity into the ongoing programs, which in itself is a decision of the Superintendency Team. In other words, building principals are responsible to this Deputy for that portion of their budget, approximately 10 per cent, which is earmarked for program planning and development within the

building, but also within the parameters established for district program planning and development.

The Deputy for Program Implementation is basically a line position, namely the operation of existing programs and of "new" activities when they have reached a stage of development which warrants implementation into the ongoing programs, a decision of the Superintendency Team.

The Deputy for Business Services is basically a staff position, but he does have certain line responsibilities. After reporting procedures and guidelines for the performance of business services have been established by the Superintendency Team, building principals will report to the Deputy for Business Services on a routine basis as per the procedures and guidelines established. Thus, this Deputy will have line responsibility and authority for seeing that these procedures and guidelines are followed. Building principals will, however, report by exception or by deviation from established procedures and guidelines for business services to the Deputy for Program Implementation.

After a period when the process of consultation has demonstrated its effectiveness, a permanent consultative council will be established for each of the three deputies, with the deputy serving as chairman. In the interim, ad hoc or temporary consultative bodies will be established as needed.

Building principals are responsible and accountable for all activities, whether existing or "new," within their buildings.

RBS strongly urges the Board of School Directors to conduct its meetings in a fashion and at times and places which facilitate and promote public participation in the meetings. RBS also recommends that the Board seriously consider operating as a Committee of the Whole, rather than using standing committees as is currently the case.

Summary

In this section, RBS has presented its recommendations for administrative reorganization. These recommendations were derived from the juxtaposition of the findings and generalizations of the feasibility study and analysis with RBS' knowledge of educational organization and improvement. The recommendations are based on the premise that educational organizations should be designed for improvement, not maintenance.

RBS has proposed that Harrisburg adopt the Superintendency Team concept as a major step towards organizational improvement. The concept necessitates, at least minimally, the performance of the following four roles:

1. Superintendent
2. Deputy Superintendent for Program Planning and Development
3. Deputy Superintendent for Program Implementation
4. Deputy Superintendent for Business Services

No attempt was made to spell out all of the roles in the organization since such definition can occur only after much thought and study by Board members, administrators, teachers, parents, pupils, community and civic leaders, etc.

SECTION IV

RECOMMENDED IMPLEMENTATION PROCESSES

This section attempts to portray the processes necessary to operationalize the Superintendency Team concept and thus make organizational improvement a reality in Harrisburg. It is felt that the effective utilization of the processes will take into account the generalizations which were explicated in Section II. Since the focus of the concept is on providing support to the learning experiences of pupils so that these experiences can be improved, it is recommended that, in so far as possible, representatives of administrators, teachers, parents, pupils, and community and civic groups be involved in the processes.

Pre-Summer, 1970

1. Information needs, role definitions, role guidelines, and reporting requirements of Superintendency Team are derived.
2. Criteria and procedures for redeployment of personnel for 1970-1971 are established.
3. Redeployment of personnel as per the criteria and procedures established is determined, and information pertaining to redeployment is disseminated to all personnel.
4. Information needs, role definitions, role guidelines, and reporting requirements of Superintendency Team are disseminated to all personnel.
5. Feedback mechanism for personnel to react to information disseminated is established and utilized.

Summer, 1970

1. In-depth group experience focusing on needs, goals, objectives, existing programs and the establishment of a District School and Community Council is conducted. All groups external and internal to the District should be represented in this process, but no one should be barred from participation. The process should last one week, full-time.
2. District School and Community Council is established.
3. Members of District School and Community Council are given training in group process skills.
4. Operational responsibilities, reporting requirements and procedures, and guidelines for the performance of Superintendency Team functions are formalized. This formalization takes into account reactions of personnel.
5. Members of Superintendency Team are given training in group process skills, in their respective technical areas, and in role conflict resolution.
6. Policies necessary to support Superintendency Team concept are compared with existing Board policies.

School Year 1970-1971

1. Information pertaining to Superintendency Team is disseminated to all personnel.
2. Within parameters established by group experience, District School and Community Council reviews and/or initiates proposals and plans, and

is brought up-to-date and reviews actions already taken.

3. The Superintendency Team concept is introduced in District operations. The focus of this year's experience is to study and determine the "whys" and "why nots" of the actual functioning of the four basic Superintendency Team roles, to make plans for the necessary adjustments in these roles, and to make plans for the adjustment of other roles in the District.
   a. Frequent out-of-environment meetings and workshops.
   b. Catalogue of role conflicts.
   c. Catalogue of structures for various functions.
4. Ad hoc or temporary consultative bodies are established for each of the three deputies, as needed.

Summer, 1971

1. Additional training and adjustments in Superintendency Team, as shown by last year's experience, are achieved.
2. Plans are made for adjustments in other central-office and building-level roles.
3. Consideration is given to the plan for and establishment of a consultative council for each of the three deputies. Such consideration is also given to the establishment of building school and community councils, if they have not been previously established.

School Year 1971-1972

1. Further development of Superintendency Team concept is operationalized. Such development covers almost all of the roles in the District.

a. Out-of-environment meetings and workshops.

b. Revised catalogue of role conflicts.

c. Revised catalogue of structures for various functions.

2. Articulation between and among the various consultative bodies is achieved.

Summer, 1972

1. Another in-depth group experience including, but not limited to, the membership of all of the consultative bodies is conducted. This group process is to focus on the actions taken since the last group experience and to reevaluate the parameters established through that experience.
2. Manuals describing overall district structure, structure for various functions, the various roles in the District, both on a district and building basis, training needs and requirements, and supporting policies are prepared and produced.
3. Procedure and training manuals for membership of consultative bodies are prepared and produced.

School Year 1972-1973

The concepts of the Superintendency Team, organizational improvement and consultation are operational and pervasive in district and building activities.

Summary

In this section, RBS has presented its recommendations for the processes necessary to operationalize the Superintendency Team concept and thus make organizational improvement a reality in the Harrisburg City School District. What RBS has suggested is that the District view the processes as occurring over a three-year span, with provisions for modification of the concept and plan and for as much involvement of affected groups as is feasible.

SECTION V

ESTIMATED COSTS

No attempt will be made in this section to estimate the "real" costs of the adoption of RBS' recommendations. To make such an estimate would require a knowledge of the costs, both educational and financial, Harrisburg would incur if it were to continue to operate as it has in the past. In other words, RBS would have to know what costs the current structure and operation are incurring and would incur in the future, first in terms of the learning experiences of pupils and then in actual dollars and cents. RBS could only make a guess at such costs, and RBS is not in the guessing game.

What will be done in this section is to list the major factors that will determine the District's expenditures for the recommendations if the District understands, is committed to, and adopts them.

Determining Factors

As a guide for the determination of expenditures, the list of major factors which follows should be interpreted in the light of one's values. In other words, if expenditures for something necessitate a decrease in expenditures for other things, a circumstance RBS is suggesting as a possibility, but not as a certainty, the decision is ultimately a function of the values of the person making the decision. RBS makes no pretense of foisting its values on others, but it and others should be clear as to what their values are when such decisions have to be made.

The list of major determining factors is as follows:

1. The present skills, competencies and potential of existing personnel in terms of the tasks to be accomplished.
2. The utilization and numerical adequacy of existing administrative and supervisory personnel.
3. Policies governing released time and summer employment of personnel.
4. The District's ability to identify, enter into agreements with, and utilize competent consultants for helping to meet training and other needs.
5. The District's own in-service training capability.
6. The District's ability to elicit and utilize the assistance and cooperation of civic and community groups.
7. The District's ability to identify, attract, employ, utilize, and retain competent personnel.
8. The District's willingness and ability to obtain funds from its own tax sources and from other sources.
9. The District's ability and willingness to reward creativity and innovation.